

UNIVERSITE CATHOLIQUE DE LOUVAIN

Institut des Sciences du Travail



**INSTITUTIONAL REPRESENTATIVENESS OF SOCIAL PARTNERS IN THE
"CENTRAL PUBLIC SERVICES"**

SUMMARY

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INTRODUCTION

This report was drawn up within the framework of a study on the institutional representativeness of the social partners in the European Union and the situation of trade unions and employers' organisations in the accession and candidate countries. The study is carried out by the Labour Science Institute of the Catholic University of Louvain [*Institut des Sciences du Travail de l'Université catholique de Louvain, ISTJ*] at the request of the European Commission's DG Employment and Social Affairs (Call for tenders No. VT/2002/83).

This report aims to examine the process of social dialogue and the representativeness of the social partners participating in that dialogue in the "central public services" sector in the countries of the European Union (this study focus on social dialogue and organisations in the countries member of the European Union before the 1st of May 2004).

Context of the study

This study takes place in the context of the European Commission's promotion of social dialogue at Community level.

The question of the representativeness of European organisations emerged within the framework of the promotion of social dialogue at the Community level. In a Communication published in 1993¹, the European Commission set out three criteria determining the access that employers' and workers' organisations had to the consultation process under Article 3 of the Agreement on Social Policy. In 1996, the Commission adopted a consultation document², with the objective of launching as wide as possible a debate in order to find ways to promote and strengthen European social dialogue. In a new Communication published in 1998³, the European Commission set out the means it intended to use to adapt and promote social dialogue at European level. On this occasion, it specifically reasserted the three criteria for European organisations to be recognised as representative in terms of the consultation process under Article 3 of the Agreement on Social Policy. The organisations must: *(1) be related to specific sectors or categories and organised at European level; (2) consist of organisations which are themselves an integral and recognised part of Member States' social partner structures and with the capacity to negotiate agreements, and which are representative of several Member States; (3) have adequate resources to ensure their effective participation in the consultation process.* Lastly, in 2002 the European Commission reasserted its commitment to reinforcing the European social dialogue in its Communication *The European social dialogue, a force for innovation and change*⁴.

Against this background, it is clear that one of the main issues in the moment, for the Commission, will be the enlargement of the European Union and its impact on the process of social dialogue at Community level. The development of social dialogue therefore forms part of the *acquis communautaire*. Enlargement will have consequences on social dialogue, both at intersectoral and at sectoral levels. In particular, it will have consequences on the European social partners and their institutional representativeness. Social dialogue, employers' organisations and trade unions in the new member states (and in the candidates countries) has not been touched on in this study. The question of the representativeness of the European organisations is consequently limited to the 15 states member of the European Union before the enlargement of the 1st May 2004.

¹ COM(93) 600 final of 14 December 1993, Communication from the Commission concerning *the application of the Protocol on Social Policy*.

² COM(96) 448 final of 18 September 1996, Communication from the Commission on *the development of social dialogue at Community level*.

³ COM(98) 322 final of 20 May 1998, Communication from the Commission on *adapting and promoting the social dialogue at Community level*.

⁴ COM(2002) 341 final of 26 June 2002, Communication from the Commission: *The European social dialogue, a force for innovation and change* (summary).

Research approach and comments on methodology

For the purposes of this study, a network of University researchers throughout the 15 European Union Member States was set up. These researchers are independent of both the European Commission and employers' and workers' organisations. Each researcher was charged with drawing up a report based on a common questionnaire. The IST took charge of coordinating the study and drawing up the summaries. The IST wishes to stress its independence with regard to the political consequences and decisions which may be made on the basis of this study.

The research process, in its design, comprises a phase of collection of quantitative and qualitative data on the players and the social dialogue in which they participate, but also an *active approach embracing the building of a consensus, which is an integral part of the process of social dialogue itself*. Thus, the main sources used within the framework of this study were thus the social players themselves.

We must here stress the methodological difficulty connected with the delimitation of the "central public services" sector. The public sectors in the European Union Member States are organised and structured in starkly different ways. The same can be said about collective bargaining and the action of the social partners. Indeed, the structuring of all public services was implemented independently, and on the basis of quite distinct traditions. The perception of the notion of "central public services" accordingly varies enormously as a result of the wide range of different situations and cultures. In some countries, the notion does not even exist. In this context, we have tried, as far as possible, to respect national realities on the basis of the national reports, while at the same time attempting to take certain common criteria into consideration, but some choices, which may appear arbitrary, have had to be made. In practice, the issue of a common delimitation of "central public services" remains open and unresolved.

The interviews with the organisations and the drafting of the national reports took place during March-June 2003.

A process of consultation of social partners has been set up. The following organisations have been consulted (they also elected to send us their comments, and those of their members, on the draft report): EPSU, EUROFEDOP, USSP-CESI and CEEP⁵. This consultation took place during the months of November-December 2003. We accordingly received comments on the national summaries, and we have tried to include as many as possible. Furthermore, in March-April 2004, the general directorates responsible for the public services in each country have also been consulted and their comments have been integrated in this report.

The national summary reports presented in this report depict the situation in the 15 European Union Member States, examining the following headings: the delimitation of the range of activities included in "central public services", the institutions, activities, and subdivisions comprised therein; general characteristics of the sector (employment, status); the social dialogue at the sectoral level; employers in the "central public sector"; trade unions organisations catering to the "central public services" sector (representativeness and recognition of the organisations, participation in collective bargaining, national, European and international affiliations).

The central public services sector

Delimitation of the sector

At European level, there is no standard definition of (central) public services. There is even less agreement on a definition that would take into account the dimension of industrial relations in each country. Public services fall within the sphere of national competence, which is outside the scope of European standards. The countries have their national traditions, resulting in significant differences in public sector structures, collective bargaining mechanisms, and the social partners' organisations - trade unions. It is hence *a priori* impossible to provide a common definition of central public services. Firstly, a distinction must be made between government administrations, autonomous or semi-autonomous public bodies, and public enterprises. On the other hand, a distinction must be made between the various levels included in public services (local,

⁵ Note that we have received any comments from the CEEP.

regional, central). Last, a distinction must be made between the various sectors of activity included in public services. It can indeed be observed that, generally, the public services of the Member States are organised both vertically (by degree of centralisation) and horizontally (by function).

Public administration

Given the diversity of national situations, we propose to include in the notion of *public services* the sector of *public administrations* and not the entire public sector. Through this choice, we exclude *a priori* public enterprises or public utilities. Nevertheless, in certain countries it will be difficult to completely exclude certain activities of public utility, to the extent that they are *de facto* part of the central public services. More precisely, the notion of *public administrations* can be understood in a restricted meaning or in a broad meaning.

In the restricted meaning, this concept includes various types of institutions: administrative services directly subordinate to the public authorities, at the service of the executive branch, i.e. the different *ministries* but also the executive *agencies* (particularly numerous and well-developed in Finland, Sweden, and the United Kingdom); bodies that are relatively independent of the Government, set up for the execution of certain tasks (relatively autonomous "specialised" *administrative bodies*), such as the *institutions publiques* in France and Greece, the *enti pubblici non economici* in Italy, the *corps d'intérêt public* and *établissements scientifiques* in Belgium.

In the broad sense of the term, the *public administration* consists of the whole public services (excluding the public utilities). In this meaning, the *public administration* includes sectors of activity such as education, health, police, etc. (See below the paragraph regarding to the horizontal structuring)

Vertical structuring

In order to define the administration levels to be included in the notion of *central public services*, the different government forms in the European Union Member States (federal States, regionalised States, unitary States, decentralised unitary States) must be taken into account.

It is thus a matter of isolating the central level of public administration in each country. In addition to the central State level, for federal or semi-federal (regionalised) states it seems useful to distinguish the level referred to here as *regional*, for two reasons: foremost, because in terms of responsibilities, this level carries out tasks that are found at the central level in other countries; but also, because in terms of numbers of employees, a comparison cannot be made if only the federal structure is taken into account for these countries. Thus, it is a matter of including in the scope of our study the following administration levels: the *régions* and *communautés* in Belgium, the *Länder* in Germany and Austria and the *comunidades autónomas* in Spain. In these countries, public administration and collective bargaining in this sector are moreover generally structured on the basis of these different levels:

Horizontal structuring

Although public services are often structured vertically in the different countries, a horizontal structure (by function or subsector) exists in parallel. In some countries, these subdivisions are particularly marked, e.g. Ireland, Italy, and the Netherlands. For these countries, it is relatively easy to isolate State administration from other sectors of activity included in public services.

In the case of countries in which public services are organised vertically, it is easy enough to identify the central level but some types of activities or functions cannot be isolated from the "administration" function. In Austria, for example, the notion of central public services includes the following activities: government services and public administration, armed forces, police, universities, education, administration of justice, health services. In France, for example, teachers are an integral part of the central public service, different from health sector employees.

Thus, certain categories of activities, like health and education, are part of the State's public administration in some countries but not in others. Moreover, these different subsectors can be found in different administration levels, depending on the country (e.g. education). Whether viewed from the angle of the organisation of public administration, of collective bargaining

in the sector, or of trade union organisations, the situations diverge strongly from one country to the next. Among these activities: teaching staff, medical staff, police and armed forces, prison officers, forestry workers, judicial personnel.

Central public services: a common delimitation?

As we have seen, it is difficult to achieve a common definition for all the European Union Member States.

- The core of the sector, in each country, is the *public administration* sector, which includes administrative services directly subordinate to the public authorities and at the service of the executive branch, i.e. the different *ministries* and *agencies*, as well as the *bodies*, relatively independent from government, set up for the execution of certain tasks (the relatively autonomous “specialised” administrative bodies).
- The range of activities covered by central public services is limited to the administrations linked to the *central government* (State level). Nevertheless, in the particular case of federal or semi-federal countries, the scope of the study also covers the *regional* levels, in the meaning given here to this term.
- Last, although the common basis will be the sector of public administrations, different types of personnel performing specific activities cannot always be isolated (broad sense of the public administration). This is the case for countries in which the public sector is structured vertically. Thus, depending on the country, the notion of central public services may include or exclude certain subsectors, namely teachers, medical personnel, armed forces, police, prison officers, forestry workers, and judicial personnel.

Within this study, we have examined the question of the delimitation of the central public services country by country. We have tried to respect at best the national concepts and realities. Following on from the foregoing comments, it should be emphasised that effecting a number of comparisons between countries may lead to problems of methodological order. For instance, how to compare two sectors that include starkly different subsectors? For one thing, the size of the sector and the number of persons employed are not comparable across countries. For this reason, but also because the nature of the functions carried out may differ substantially, it is difficult to compare both the structure of collective bargaining in the different countries and the representativeness of trade union organisations in the sector under consideration.

Delimitation of central public services by country

Country	Delimitation of central public services
Austria	In Austria, the public sector is structured vertically (federal State, <i>Länder</i> , local). Central public services include both the federal and <i>Länder</i> levels. The following activities are included: government services and public administration, armed forces, police, universities, education, administration of justice, health services.
Belgium	From the vertical point of view, it can be considered that central public services in Belgium cover the federal, community and regional levels. From the functional point of view, they include the ministerial administrations, scientific institutions, and public interest bodies.
Denmark	In Denmark, central public services cover the central administrations (ministries), the legal system, police, armed forces, the national Church, prison officers, research, and forestry workers. This corresponds to the State sector, with the exception of public utilities (railways).
Finland	In Finland, the public sector covers the State sector and the municipal sector. The State sector is made up of the ministries, the central administrative bodies, the judicial system, police, national defence, higher education and research, unemployment administration, transport and communication management.
France	In France, the public sector is made up of the state civil service, regional civil services, and public health. The “central public services” covers the ministries (including national education, excluding military personnel), public national administrative establishments.
Germany	In Germany, the so-called “direct” public service includes the federal level, the <i>Länder</i> level, the local level, and the federal railways. The federal and <i>Länder</i> levels come under the delimitation of central public services, consisting mainly of: administrations, defence, public security, legal protection, education, social security, etc.
Greece	In Greece, the public sector is made up of the central administration, the regional and the local governments. The central administration is made up of the civil service (ministries, regional government) and the public legal entities.
Ireland	In Ireland, public services consist of the central administration, police, defence, education, health, semi-State agencies, local authorities, and commercial entities. We have limited the notion of central public services to the central administration (ministries), also called “civil service”.
Italy	In Italy, public services are subdivided into 11 subsectors: revenue agencies, music and arts institutions, non-economic public entities, public research and development institutes, local and regional administrations, prime minister’s office, national health system, public education, and health. We have limited central public services to

	ministries, Prime Minister's Office, fiscal agencies, state autonomous administrations and firms and public schools and schools of art and music academies.
Luxembourg	In Luxembourg, there is a central and a local level. The central level is made up of general administration, judicial branch, public force, education, church services, and customs.
Netherlands	In the Netherlands, the public sector includes the ministries and agencies, provinces, local authorities, districts (water boards), education, defence, police, judicial system. The State sector (ministries and agencies) makes up the central public services.
Portugal	In Portugal, the public administration is divided in three levels: central public administration, local administrations, and regional public administration. The central level of administration includes the ministries, teachers, medical personnel, police, armed forces, prison officers, and the judicial branch.
Spain	In Spain, the levels of administration are the State, the autonomous communities, the local administrations, and the universities. We consider that the central public services are made of the State and the autonomous communities level. The State sector includes general administration (including prisons, social security, ministries, revenue administrations), security forces, armed forces, administration of justice, and public entities. The autonomous communities include the <i>Consejerías</i> (ministries), public agencies, education (except universities), health, justice, and security forces.
Sweden	In Sweden, public administration is made up of the civil service (State, central administration), local collectivities, and regional collectivities. The State includes foreign affairs, defence, justice, police, central and revenue administration, equipment/infrastructure ⁶ , social insurance, central employment administration, universities, and cultural services.
United Kingdom	In the United Kingdom, the public sector is made up of the central government, public corporations, and local government. The central government is made up of the civil service (ministries and agencies), armed forces services, and a small part of the public health sector ⁷ and others. For the Office for National Statistics, the National Health Service trusts can be considered as a part of the Central government.

Characteristics of central public services in the EU countries

Employment in central public services

Country	Subsectors taken into account	Employment
Austria	Public administrations and government services (State and Länder), armed forces, police, universities, public education, administration of justice, public health.	422,515 employees ⁸
Belgium	Public administrations, scientific institutes, federal, regional and community public interest bodies.	168,260 employees
Denmark	Central administrations, legal system, police, armed forces, national Church, prison officers, research, forestry workers. Including railways (public utilities)	147,800 FTE 183,500 FTE
Finland	Ministries, the central administrative bodies, judicial system, police, defence, higher education and research, unemployment administration, transport and communications	123,000 employees
France	Ministries (excluding military personnel), public national administrative establishments	2,169,626 employees
Germany	Federal and Länder levels (mainly administrations, defence, public security, legal protection, education, social security, etc. ⁹)	2,672,700 employees
Greece	The central administration is made up of the civil service (ministries, regional government) and the public legal entities.	201,043 employees
Ireland	Civil service; ministries	37,200 employees
Italy	Ministries, Prime Minister's Office, fiscal agencies, state autonomous administrations and firms and public schools and schools of art and music academies. + non contractualised staff, non covered by collective bargaining	1,240,222 employees + 505,174
Luxembourg	General administration, judicial branch, public force, education, church services, customs	ND for the central level
Netherlands	Ministries and agencies (State)	106,656 employees
Portugal	Ministries, teachers, medical personnel, police, armed forces, prison officers, judicial branch	560,823 employees
Spain	State and autonomous communities levels: general administration (prisons, social security, ministries, revenue administration), security forces, armed forces, administration of justice,	1,658,180 employees

⁶ This sector includes public enterprises

⁷ 79,000 employees, versus 1,360,000 employees working in the "national health services trusts"

⁸ This figure includes around 39,308 civil servants (FTE), working in privately-owned companies.

⁹ Including public utility services

	<i>consejerías</i> (ministries of the autonomous communities), public entities, education (except universities), health	
Sweden	Foreign affairs, defence, justice, police, central and revenue administration, equipment/infrastructure ¹⁰ , social insurance, central employment administration, universities, and cultural services	240,300 employees
United Kingdom	Civil service (ministries and agencies), armed forces services, a small part of the health sector, sundries + National Health Service trusts	818,000 employees + 1,360,000 employees

FTE: full-time equivalent

Categories of employees

Most European Union countries employ personnel with different statuses in their public administrations, some of which are under public law, others are under private law. *Members of personnel employed under public law are generally appointed through a unilateral official act emanating from the administration, whereas other personnel are generally employed on the basis of employment contracts¹¹.*

In some countries, the distinction between these two groups is a fundamental characteristic of the sector (Germany, Italy, Austria, Denmark, Luxembourg). In other countries, it makes little difference (England, Ireland). Although the gap between the two statuses is observed to be narrowing in several countries, the distinction still has implications for the workers concerned in terms of collective bargaining, right to strike, protection, etc.

The social dialogue

Collective bargaining in the Member States

Collective bargaining

In the different Member States, major distinctions exist as regards participation in collective bargaining in the public services.

In some countries, statutory personnel but sometimes also contract personnel may not participate in collective bargaining. Salaries, for example, are set unilaterally. In Portugal, only contract personnel are covered by collective bargaining. In Luxembourg, regulations applicable to statutory personnel are laid down through legal instruments.

Often, although employment conditions are set by the State, a specific system of industrial relations caters to the public sector. An informal system of negotiation is set in place, and the power of the State may be restrained by an obligation of consultation. In Austria, for example, employment conditions are set unilaterally by the employer, for both *Beamte* (public officials) and contract personnel. Notwithstanding, informal negotiations result in agreements between the State and trade unions. In Belgium, the "trade union status" (1974), which organises relations between authorities and trade unions, covers both statutory personnel and contract personnel. The State is thus obliged to consult or even negotiate agreements with the trade unions. In Spain, public officials have a limited right to negotiation. In the Netherlands, the government is also obliged to consult the trade union organisations.

In some countries, the different categories of personnel are covered by collective bargaining. In Denmark, statutory public officials and contract personnel are covered by collective agreements. In Sweden, all State employees also have the right to negotiate. This is also the case in Finland, and the United Kingdom (except certain special categories such as high-ranking officials, military personnel, etc.).

Likewise, in Italy all public sector employees are covered by collective agreements except the judicial branch, armed forces, police, diplomats, and university professors.

¹⁰ This sector includes public corporations.

¹¹ Bossaert D., Demmke C., Nomden K., Polet R., *La Fonction publique dans l'Europe des Quinze. Nouvelles tendances et évolutions*, EIPA, Maastricht, 2001.

Centralisation/decentralisation

Depending on the countries, the social dialogue can be more or less centralised. Thus, it may concern the public services in their entirety (centralised social dialogue), a particular level or subsector (partial decentralisation), or it may be further decentralised, within the central public services themselves, the ministries, agencies or other institutions, or even all the way to the workplace level. Most countries show a combination of these orientations.

In Germany, the social dialogue is highly centralised. In Austria, the social dialogue is also strongly centralised, although elements of decentralisation (by level) have recently appeared. In Belgium, the negotiation combines a very marked centralisation (negotiation for the entirety of the public sector) with elements of decentralisation (negotiation by levels and by sectors). In Spain, although the social dialogue is rather centralised, it also takes place at the different levels of power as well as at local and sectoral levels. In Portugal, there are two levels of negotiations: the central level and the sectoral level.

In Ireland, the social dialogue takes place at the sectoral level or at the department level. In the Netherlands, there is social dialogue also at the central level, but it is predominant at sectoral level; recent developments go in the direction of increasing decentralisation. Likewise, in Italy, negotiation takes place at the central level but also at the sectoral and local level.

In Denmark, negotiation is partially decentralised and takes place at different levels (central, institution, workplace). Likewise in Sweden: the social dialogue takes place at both central and local level; in general, it can be said that the social dialogue is becoming increasingly decentralised. In Finland, the social dialogue is decentralised because although it takes place at national and sectoral level, it also takes place at the level of the agencies. In the United Kingdom, negotiations take place in the agencies and ministerial departments, although certain elements are negotiated at the central level.

The social dialogue at European level

Introduction

No official sectoral social dialogue is organised at European level as regards central administrations or central public services. A number of obstacles still prevent the setting up of a sectoral social dialogue structure (sectoral dialogue committee), both on the side of employers' representation and that of employees¹². In addition to these obstacles, it should also be noted that because European standards do not apply when it comes to delimiting the scope of the social dialogue in central administrations, a European structure that would be set up could not match the social dialogue structures in each country (as regards workers' different statuses, the delimitation of activities, the levels to be taken into account) or would take into account very different activities and sub-sectors according to the countries.

- On the employers' side: the question of the representation of the State/employer must be posed, inasmuch as the public authorities are not represented by a European spokesman. Let us further stress that the States/employers are not represented in the scope of the intersectoral dialogue, whereas the agreements reached therein have effects on the workers employed in public administrations. Certain States/employers are nevertheless represented by CEEP and CEMR (at local and regional level for the latter). They are mentioned in the national summaries. The employers of "central public services" are the Ministers and Directors General responsible for public service. The Directors-General meet on a regular basis (one meeting during each presidency), while the Ministers meet irregularly, depending on the necessity of holding a political meeting and on the wishes and the priorities of the responsible Minister in the current Presidency
- On the employees' side: there are conflicts in terms of representativeness and mutual recognition between the European organisations representing public sector employees. Public sector employees are represented by three organisations: EPSU, which represent a large part of employees, EUROFEDOP and USSP-CESI, which both represent a lower proportion of agents in the sector. They all demand to take part in the possible set-up of social dialogue at the European level.

¹² Talks with R. Polet, IEAP, 06 February 2001.

Nevertheless, an informal social dialogue has emerged recently in the public administration sector. Informal meetings of the Ministers responsible for public service (there is no a fixed frequency for these meetings) and of the Directors General responsible for public service (twice a year) are organised since 1991 in the country holding the presidency of the European Union. The European Directors General meet regularly, but do not have the status of an employers' organisation. In this respect, it should be noted that some employers of national administrations are represented by organisations that have become members of CEEP (Finland, Denmark, Sweden). Let us also point out that in terms of "representativeness", for countries characterised by an intermediate administration level that can be included in the central level (e.g. Belgium), this level is not necessarily represented by the Directors General and Ministers present during these meetings¹³. Although occasional contacts took place previously, it is during the years 1999-2000 that formal exchanges were set up between the Directors General of the public services and the European institutions representing employees in the public sector, and hence that an informal social dialogue in the central administrations sector got underway, with the participation of the three aforementioned trade union organisations: EPSU, EUROFEDOP, and USSP-CESI.

The European trade union organisations and their affiliates

Methodological remarks

Caution is called for as regards the numerical data presented in this study. We have previously touched on the difficulty of delimiting the range of activities covered by "central public services". In some cases, this notion being inexistent, we have had to make arbitrary choices. On the other hand, even when the notion exists, it is far from covering the same subsectors from one country to another. This causes real difficulties in comparing the data and resulting interpretations between countries: the data cover different activities and different levels, depending on the countries. The common core sector, namely the State administration (ministries), is very limited in scope, and as regards the other sectors of activity, it is often difficult, if not impossible, to separate the data based on the same breakdown into subsectors.

To correctly read the data presented below, it is essential to take into account the national definitions of central public services in the tables, and to realise that the figures do not cover the same realities. The tables presented below cannot be read in isolation from the tables presented in pages 7-9.

EPSU

The European Federation of Public Service Unions (EPSU) was founded in 1978 and is a federation of ETUC; at the international level, it cooperates with Public Services International (PSI)¹⁴. EPSU is recognised as a social partner by the European Commission and participate in the Sectoral Dialogue Committee for Electricity.

EPSU's aim is to "promote the interests of public sector employees and their trade unions in Europe"¹⁵. It covers the various industries and different vocational categories within the public sector with the exception of postal and telecommunications services, transport and teachers. The Federation's aims are to deal with all aspects concerned with those employed in the European institutions; national, regional and local government authorities; undertakings engaged in the production, distribution and supply of electricity, gas and water; health, environmental and social services; educational, cultural and recreational services; and other bodies that provide services to the public¹⁶.

As regards EPSU membership, the following trade unions may be members:

- all public service trade unions belonging to federations affiliated to ETUC
- the affiliates to PSI within the frontiers of ETUC,

¹³ Ibidem

¹⁴ Profile of the European Federation of Public Service Unions, EPSU, 13/11/2002.

¹⁵ EPSU Constitution, Preamble.

¹⁶ EPSU Constitution, Article 2.1

- the other public service trade union organisations within the frontiers of ETUC insofar as they adhere to the following principles: the right to collective bargaining and representation rights; the right to freely elect representatives and elaborate a Constitution and regulations; the right of workers to stop working; and that their affiliation be accepted by the Executive Committee¹⁷.

Affiliated organisations in the European Union Member States

Country	Employment in the delimited sector	Organisation	Covered sector	Members	CPS members	CB	National affiliations	European and international affiliations
Austria	422,515 employees ¹⁸	GÖD	State sector ¹⁹	229,230	229,230	Yes *	OGB	Eurofedop ²⁰ EPSU ²¹ EUROMIL PSI Infedop WCL WTC ISS
Belgium	168,260 employees	CGSP	Ministries, parastatal(a mong others)	260,000	ND	Yes	FGTB	EPSU ISP
		FSCSP (5 federations, of which CCSP)		310,000	45,000	Yes	CSC	Eurofedop Infedop <i>CCSP member of EPSU</i>
		SLFP	6 sectors	68,000	6,400	Yes	CGSLB	EPSU
Denmark	147,800 FTE Incl. railways: 183,500 FTE	SiK	State	94,300	94,300 ²² 58,880 FTE	Yes	LO	EPSU
		CO II	State	34,100	34,100 29,444 FTE	Yes	FTF	EPSU
		AC	Various	250,300	37,500 41,571 FTE	Yes	AC	EPSU ETUC
Finland	123,000 employees	Pardia	Various	90,000	58,000 (60,000) ²³	Yes	STTK	EPSU
		VTY	Various	34,220	20,000	Yes	SAK	EPSU
France	2,169,626 employees	Federations of CGT	Various	ND	ND	Yes	CGT	Federations: EPSU
		Federations of CFDT	Various	ND	ND	Yes	CFDT	Federations: EPSU
		Federations of CGT-FO	Various	ND	ND	Yes	CGT-FO	Federations: EPSU
Germany	2,672,700 employees ²⁴	ver.di	Various	2,683,000	ND	Yes	DGB	EPSU, UNI-Europa, ETF, EF, PSI, EFJ, ITF, UNI

¹⁷ EPSU Constitution, Articles 3.1, 3.2, 3.3

¹⁸ This figure includes around 39,308 civil servants (FTE) employed in privately owned companies.

¹⁹ Including certain privately owned companies (representing a very small minority of members - postal services and telecommunications have their own organisations).²

²⁰ Actually, the GÖD consists of several "fraktionen", of which the Fraktion Christlicher Gewerkschafter (FCG), member of EUROFEDOP, and the Fraktion Sozialdemokratischer GewerkschafterInnen, member of EPSU. Thus the affiliations of the GÖD to EUROFEDOP and EPSU are not considered as double affiliations.

²¹ Idem

²² The membership figures for the three Danish organisations include railway workers.

²³ Source: EPSU consultation

²⁴ Includes public utilities.

Greece	201,043 employees	ADEDY, of which 56 federations		320,000	150-000-155-000	Yes	-	EPSU, ETUC, PSI
Ireland	37,200 employees	IMPACT	Various	46,000	ND	Yes	ICTU	EPSU, UNI, <u>ICFTU and ETUC via ICTU</u>
		PSEU	Various	8,000	ND	Yes	ICTU	<u>EPSU, ICFTU and ETUC via ICTU</u>
		CPSU	Clerical, administrative, managers	13,000	ND	Yes	ICTU	EPSU, UNI, <u>ICFTU and ETUC via ICTU</u>
Italy	1,240,222 employees (+505,174) ²⁵	CGIL	Various	ND	113,251	Yes		EPSU, ISP
		Federations CISL	Various	ND	172,650	Yes		EPSU
Luxembourg	ND	OGB-L	Health, education, administration	ND	ND	Yes	OGB-L CGT-L	EPSU <u>via CGT-L</u>
Netherlands	106,656 employees	ACOP	Public sector	221,237	22,676	Yes	SCO, ROP, FNV	EPSU, UNI, ISP
		CCOOP	Public sector	102,712	9,013	Yes	SCO, ROP, CNV	Eurofedop, <u>EPSU, Indirectly: WCL</u>
Portugal	560,823 employees	FESAP, of which 11 federations		More than 200,000	125,000	Yes	UGT	EPSU, ISP
		STE	Managers & technicians	24,620	19,710	Yes	UGT	EPSU, Eurofedop, ETUC, Infedop
Spain	1,658,180 employees	FSAP-CCOO	Administration	102,000	60,000-70,000	Yes	CCOO	EPSU, PSI
		FES-CCOO	Health	68,000	59,543	Yes	CCOO	EPSU, PSI
		FSP-UGT	Administrations, health	202,000	105,000	Yes	UGT	EPSU, PSI
		FSP-ELA	Various	20,598	ND	Yes ²⁶	ELA-STV	EPSU, PSI
Sweden	240,300 employees	SEKO	Workers	116,000	23,200	Yes	LO-S	EPSU, UNI-Europa, PSI, UNI
		OFR	Administration, etc.	600,000	105,746	Yes	Federations: TCO, SACO, LEDARNA	Federations: EPSU, CEC, PSI, UNI, <u>UNI-Europa, ITF, ETF</u>
United Kingdom	818,000 employees	GMB	Various	700,000 ²⁷ 200,000 ²⁸	ND	Yes	TUC	EPSU
		PCS	Employees, management	288,000	ND	Yes	TUC	EPSU
		Prospect	Various	105,000	ND	Yes	TUC	EPSU, UNI-Europa, ETF
		FDA	Senior civil service managers	ND	11,000	Yes	TUC	EPSU
		FDA-AIT						

²⁵ No covered by collective bargaining

²⁶ In the Basque and Navarre Communities

²⁷ Including the private sector

²⁸ In local governments, education, health

			Senior civil servants	ND	2,500	Yes	TUC	EPSU
		NIPSA	Northern Ireland Public Employees	40,000	20,000	Yes	-	EPSU
		Amicus-AEEU	NHS	730,000 (including private)	ND	Yes	TUC	EPSU
		Amicus-MSF	State sector, NHS	ND	ND	Yes	TUC	EPSU
		Unison	NHS	ND	400,000 in NHS	Yes	TUC	EPSU
		UCATT	Various	110,000 (including private)	ND	Yes	TUC	EPSU
		TGWU	State, NHS	ND	ND	Yes	TUC	EPSU
		RCN	Nurses	ND	ND	(Yes) ²⁹	-	EPSU
		RCM	Midwives	37,000	ND	(Yes) ³⁰	-	EPSU, ICM

* Informal negotiations
FTE: Full-Time Equivalent

EPSU has affiliates in all of the European Union Member States. In some cases, there are dual affiliations with EUROFEDOP: the STE in Portugal, the CCOOP in the Netherlands, and the CCSP in Belgium (since november 2003) are affiliated to the two organisations. In Sweden, the OFR is also affiliated to CEC. In Finland, Greece and Ireland only EPSU has affiliates in the central public services sectors such as they have been delimited. In Austria, Belgium, Denmark, Sweden and United Kingdom, EPSU's representation is very strong. In France, Spain, in Portugal, in Italy and in the Netherlands, its representation is rather strong. In Luxembourg, the representation of EPSU is moderate.

All EPSU affiliates are involved in the collective bargaining and consultation processes that exist at the national level in the public services sector.

A great number of EPSU affiliates are members, at international level, of PSI.

EUROFEDOP

EUROFEDOP was created in 1966 as the regional European organisation of the International Federation of Employees in the Public Service (INFEDOP), itself affiliated to the World Confederation of Labour (WCL)³¹.

The aims of EUROFEDOP are the "defence and promotion of the economic and social interests of European workers in the public service, due account being taken of their specific rights and duties"³².

EUROFEDOP's membership consists of organisations that represent employees in the public service, affiliated to INFEDOP, and located in Europe. In addition, membership is open to trade union organisations that represent the personnel of institutions located in Europe³³.

Affiliated organisations in the Member States of the European Union

Country	Employment in the delimited sector	Organisation	Covered sector	Members	CPS members	CB	National affiliations	European and international affiliations
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²⁹ Review Body method: recommendations to the Government (see the national summary)

³⁰ Review Body method: recommendations to the Government (see the national summary)

³¹ 1966-1996, 30 years of EUROFEDOP, Preface, 1996.

³² Statutes of EUROFEDOP, Article 3

³³ EUROFEDOP Statutes, Article 4

Austria	422,515 employees ³⁴	GÖD	State sector ³⁵	229,230 employees	229,230 employees	Yes *	ÖGB	Eurofedop ³⁶ EPSU ³⁷ EUROMIL PSI Infedop WCL WTC ISS
Belgium	168,260 employees	FSCSP (5 federations among which CCSP)		310,000	45,000	Yes	CSC	Eurofedop Infedop <i>CCSP member of EPSU</i>
Denmark	147,800 FTE Incl. Railways: 183,500 FTE	KF		80,000	4,000	No		Eurofedop
France	2,169,626 employees	CFTC federations	Various	ND	ND	Yes	CFTC	Federations: Eurofedop
Italy	1,240,222 employees (+505,174) ³⁸	UGL	Various	ND	3,772	Yes		<i>Eurofedop</i>
Luxembourg	ND	LCGB	Administration , health	6,000	ND	Yes	LCGB	Eurofedop ETUC
Netherlands	106,656 employees	CCOOP	Public sector, education	102,712	9,013	Yes	SCO, ROP, CNV	Eurofedop, <i>EPSU</i> , <i>Indirectly: WCL</i>
Portugal	560,823 employees	STE	Managers and technicians	24,620	19,710	Yes	UGT	Eurofedop, EPSU, Infedop, ETUC
Spain	1,658,180 employees	CSI-CSIF	Administration , education, health	ND	83,600	Yes	-	Eurofedop, USSP-CESI
		CEM-SATSE	Health	95,000	ND	Yes	-	Eurofedop
		<i>USO</i>	<i>Administration</i>	<i>ND</i>	<i>ND</i>	<i>Yes</i>	<i>ND</i>	<i>Eurofedop</i>
United Kingdom	818,000 employees	POA	Prison officers	33,500	ND	Yes	TUC	Eurofedop

* Informal negotiations

FTE: Full-Time Equivalent

EUROFEDOP has affiliates in ten countries of the European Union: Austria, Belgium, Denmark, France, Italy Luxembourg, the Netherlands, Portugal, Spain, and the United Kingdom. In some cases, there are dual affiliations with EPSU: the STE in Portugal, the CCOOP in the Netherlands, and the CCSP in Belgium (since november 2003) are affiliated to the two organisations. In Spain, CSI-CSIF is also affiliated with USSP-CESI.

In Austria, EUROFEDOP has a very strong representation. In Belgium, EUROFEDOP is also solidly established. In Luxembourg, in the Netherlands and, in Spain, EUROFEDOP has a moderate representation. The organisation is rather weakly represented in Italy, France, Portugal and United Kingdom. But all organisations in these countries are recognised in their countries. In Denmark, the representation of EUROFEDOP is weak and its member does not participate in collective bargaining.

³⁴ This figure includes around 39,308 civil servants (FTE) employed in privately-owned companies. In addition, the employees of the Land of Vienna are associated at the local level and not the central level. The density of GÖD is thus around 72%.

³⁵ Including certain privately owned companies (representing a very small minority of members - postal services and telecommunications have their own organisations).

³⁶ Actually, the GÖD consists of several "fraktionen", of which the Fraktion Christlicher Gewerkschafter (FCG), member of EUROFEDOP, and the Fraktion Sozialdemokratischer GewerkschafterInnen, member of EPSU. Thus the affiliations of the GÖD to EUROFEDOP and EPSU are not considered as double affiliations.

³⁷ Idem

³⁸ No covered by collective bargaining

Most of the central public services organisations affiliated to EUROFEDOP participate in the collective bargaining and consultation processes that exist at the national level in the public services sector. This is not the case of the Danish organisation.

At the international level, the members of EUROFEDOP are by definition also members of INFEDOP and the WCL.

USSP – CESI

The Union of Civil Service Trade Unions (USSP) is the internal structure of the European Confederation of Independent Trade Unions (CESI), which groups all affiliates covering the public sector as a whole.

CESI, founded in 1990, is a grouping of the free and independent European trade unions³⁹. Its aim is to “maintain and improve the living and working conditions of affiliates to its member trade unions. CESI also aims to improve the living conditions of all female and male citizens of Europe.”⁴⁰

CESI is open to the following:

- independent national trade union federations,
- independent European trade union federations,
- independent professional trade unions united at the European level,
- individual and independent national trade unions, to the extent that their umbrella organisation is not already a member of CESI or there is no corresponding independent umbrella organisation.

The prerequisite for admission to CESI is that trade unions applying for affiliation have a democratic constitution, are organised, and act according to these principles⁴¹.

Affiliated organisations in the Member States of the European Union

Country	Employment in the delimited sector	Organisation	Covered sector	Members	CPS members	CB	National affiliations	European and international affiliations
Belgium	168,260 employees	UNSP	9 sectors incl. finances and parastate	ND	ND ⁴²	Yes ⁴³	UNSI	USSP-CESI UFE
Denmark	147,000FTE Incl. Railways: 183,500 FTE	FF		24,000	ND	No		USSP-CESI
France	2,169,626 employees	CFE-CGC	Various	ND	ND	Yes	CFE-CGC	CEC CESI
Germany	2,672,700 employees ⁴⁴	Dbb/dbb tarifunion	Mainly statutory civil servants	1,223,719	1,100,000	Yes	-	USSP-CESI
		GÖD		ND	ND	No ⁴⁵	CGB Dbb-Tarifunion	USSP-CESI <u>via dbb-tarifunion</u>

³⁹ CESI, European Confederation of Independent Trade Unions, brochure.

⁴⁰ CESI Statutes, Article 3

⁴¹ CESI Statutes, Articles 5.1 and 5.2

⁴² 3,379 in the finances sector

⁴³ In the finances sector

⁴⁴ Includes public utilities

⁴⁵ Negotiates via dbb/dbb tarifunion

Italy	1,240,222 employees (+505,174) ⁴⁶	CISAL	Various	ND	6,339	Yes		USSP-CESI
		CONFSAL	Various	ND	113,196	Yes		USSP-CESI
Luxembourg	ND	CGFP	Various	24,000	ND	Yes ⁴⁷	-	USSP-CESI, CIF
Portugal	560,923 employees	ANP	Education	ND	ND	ND		USSP-CESI
		CGSI	Education	ND	ND	ND		USSP-CESI
Spain	1,658,180 employees	CSI-CSIF	Administration, health, education	ND	83,600	Yes	-	USSP-CESI, Eurofedop
		ANPE	Education	45,000	45,000	Yes	-	USSP-CESI

FTE: Full-Time Equivalent

USSP-CESI has affiliates in eight of the European Union Member States: Belgium, Denmark, France, Germany, Italy, Luxembourg, Portugal and Spain. In the case of Spain, CSI-CSIF has a dual affiliation (with EUROFEDOP). USSP-CESI is strongly represented in Germany and Luxembourg, solidly in Italy, moderately in Spain and weakly in Belgium, France, Portugal and Denmark (in this last case, the member organisation does not participate in collective bargaining).

Most organisations affiliated to USSP-CESI participate in the collective bargaining processes that exist at the national level in the public services sector.

Trade unions and employers in the Member States

As regards the national trade union organisations (whether members or not of the European organisations presented above) and employers in the European Union Member States, see the national summaries included in the final report.

⁴⁶ No covered by collective bargaining

⁴⁷ Results of the negotiations for public employees and civil servants do not lead to collective agreements but are fixed by Law (see the national summary)